

Law Enforcement, Corrections, and Community Oriented Policing: A New Paradigm

THE SANTA ANA POLICE

Department operates a rather unique municipal jail. While most city jails provide temporary, pre-arraignment housing for arrestees, or housing only for misdemeanor inmates, the Santa Ana Jail is a full-service facility that provides pre-arraignment housing for Santa Ana arrestees as well as long-term, pretrial housing by contract for both federal and county inmates. The jail operation is tightly integrated with the municipal law enforcement efforts of the Department. This article describes the integration of a jail program, Stay Out of the System (SOS), into the overall Police Department Community Oriented Policing (COP) strategy.

Building on its long and very successful history in community oriented policing, the Santa Ana Police Department in 1998 was awarded a Community Oriented Policing Demonstration Grant by the Office of Community Oriented Policing Services of the U.S. Department of Justice. Many of the COP strategies in use throughout the United States were developed and pioneered in Santa Ana. One of the key elements of our strategy for the 1998 grant is the integration of the jail operation into the overall COP efforts. The opening of the Santa Ana Jail significantly enhanced the Department's COP efforts by providing incarceration as a law

enforcement option. Now, as the jail operation and the COP efforts have matured, we are looking for new strategies that will more closely involve the jail in community problem solving.

The fundamental philosophy of community or problem oriented policing dictates that the law enforcement effort should be directed at addressing the root causes of criminal behavior rather than relying solely on responding to incidents. Proactive problem solving is the norm rather than the exception. Direct supervision jails operate on a very similar philosophy. The fundamental philosophy in direct supervision is one of proactive control of inmate behavior rather than the reactive approach of remote or linear/intermittent surveillance. Controlling inmate behavior is the primary goal of the detention officer, while controlling criminal behavior is the primary goal of the police officer.

As we reviewed criminal behavior problems throughout the city we noticed that the majority of problems were associated with domestic violence, substance abuse, DUI, and other offenses involving anger and conflict. Many of these offenses result in repeated bookings over time. We

decided to target the offenses that take the majority of staff resources.

SOS WAS IMPLEMENTED

in July 1998. It is a cooperative effort in which the Santa Ana Jail and Santa Ana College, in concert with local service providers, have developed and administered a collection of intensive classes for pre-arraignment arrestees. The primary target population is those who have been arrested for domestic violence, substance abuse, DUI, and other crimes involving anger and conflict management. Classes are presented on Saturday and Sunday; consequently only those inmates incarcerated on weekends are participants.

As we contemplated the design of the program, we challenged a number of existing paradigms concerning programs in jail facilities. The first of these paradigms is the belief that a municipal jail is merely a temporary holding facility. Because the population is in the facility for only 24 to 72 hours, it is commonly believed that there is no time to deliver programs. Programming, continues the old paradigm, is more appropriate for those inmates who are sentenced to serve 6 months or more in jail.

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This paradigm is indicative of the fragmentation of the criminal justice system and our failure to change illegal or inappropriate behavior. In a direct supervision jail, we do not change an inmate's behavior by delaying consequences or the enforcement of expectations until the last stages of the inmate's stay: we achieve compliance through immediate, consistent, and relentless communication of expectations and administration of consequences.

Whether a person is incarcerated for 5 years or 5 minutes, we have a captive audience! They have no choice but to listen to what we have to say. We simply cannot afford to waste a valuable opportunity to do something to change an inmate's behavior.

As a result, we decided to target the offenders within a few hours of completion of the booking process. A team of 16, consisting of counselors, teachers, volunteers, officers, supervisors, managers, and the jail administrator, met every Sunday morning for 8 weeks to develop the SOS program. The program was designed to be delivered on Saturday and Sunday, with a formal completion graduation at the end of class on Sunday.

PHASE I-THE FIRST SOS

weekend class was presented to about 40 inmates on July 10, 1998. The course content is divided into three modules: Module 1 covers stress, anger, and conflict management; Module 2 is family violence; and Module 3 is substance abuse. All of the modules are tied together to illustrate how stress, an inability to manage conflict, and substance abuse problems often result in anger and ultimately family violence. The approach of

the training is to force the participants to take responsibility for their behavior and empower them to change.

The training program is mandatory for all Santa Ana arrestees. The only exceptions are those who are still significantly under the influence of drugs or alcohol at the time of the training. Since all the occupants of the new arrest module participate, the training itself is conducted in the direct supervision module dayroom.

A team of professional counselors and trainers conducts the training. All of the training staff have full-time, professional jobs outside of this project. The group includes a psychologist, the director of a substance abuse treatment hospital, and a number of master's-level counselors. They are paid for their services on a part-time basis with funds from the COP Demonstration Center Grant. When the grant expires, funding will be provided through the inmate welfare fund.

Since many of the inmates do not speak English, the program is presented simultaneously in English and Spanish. The presentation format is a highly interactive lecture with a workbook handout. Role plays and testimonials from the students are integrated into the presentations.

One of the most successful components of the program has become the formal graduation and certificate presentation at the end of the second day. A graduation certificate has become a strong goal of participants. In fact, some inmates have intentionally delayed their bond out so they could complete the program and obtain the certificate.

It is obvious that, in the very limited time frame of two weekend days, it is impossible to adequately address the issues that have resulted in incarceration. It is possible, however, to provide an introduction to treatment alternatives and provide a sense of responsibility and empowerment. The service population for this project is predominately lower-income Hispanic immigrants, with a limited number of Asian, black, and white participants. Cultural influences and a sense of isolation from services and assistance contribute to the population's feeling disenfranchised within the community. From the creation of the program we recognized the need to link the in-jail program with outside community services.

PHASE II LINKS THE

educational/training component of SOS with outside community resources. A member of the counseling staff assumed responsibility for coordination with community treatment and counseling services. Community service providers are invited to send representatives at the end of the second day of the program to explain their services and make a personal linkage with the students.

Implementation of Phase II has been ongoing. The participation of service providers has been limited by the Sunday afternoon graduation schedule and their staffing limitations. Those who have not been able to participate in person have submitted handout and orientation materials.

A formal data gathering and evaluation process was also implemented in Phase II. The evaluation component is part of the overall Demonstration Center Grant eval-

uation. The data gathering and analysis is conducted by staff and interns from the University of California-Irvine School of Business and Public Administration.

PHASE III-FOLLOW-UP

is needed in some form to reinforce the behavior modification begun in Phases I and II of the SOS program. By the conclusion of Phase II, participants have been arrested, have participated in training intended to help them take responsibility for their behavior and empower them to do something to change, and have been presented with community resources they can utilize to address their problems. In most treatment or counseling programs, this is the end of the involvement by the Police Department.

If we are to truly solve community law enforcement problems, however, we need to take the next step. Phase III comes full circle and once again involves the neighborhood police officer.

In Phase III, information on participants who have been released from custody at or soon after arraignment will be provided to the patrol officers. Officers will make personal visits to the former inmates to determine whether they have taken advantage of the community resources and whether the SOS program has had any positive impact on their behavior and their situation. Officers will fill out a questionnaire and, as necessary, assist the former inmate with additional referral information, encouragement, and reinforcement of the SOS program message. The questionnaires will be submitted for inclusion in the evaluation analysis.

This follow-up role for the field officer is certainly outside the paradigm of tradi-

tional police roles, but it is one of the most important components of the SOS program. The integration of the initial law enforcement effort, incarceration, treatment, and then follow-up by law enforcement serves to present and reinforce a comprehensive and coordinated approach to changing behavior.

APPROXIMATELY 1,500

inmates have graduated from the SOS program since its inception. The latest statistical report on SOS covers the period from October 31, 1998, through January 30, 1999.

During that time:

- 510 inmates participated in the weekend classes.
- 686 referrals were made to more than 7.5 community service agencies.
- Of the 510 participants, only eight have been rearrested for similar offenses.
- Pre- and post-test results indicate a significant shift in attitude about the inmate's role and responsibility in violence. The shift has been away from the attitude that a spouse, children, work, and others make "me" commit violent acts toward an attitude that "I" have the power and ability to control my anger.

We realize that, at the present time, there is little data that can give an indication of the success of the program. Along with continued analysis of data over the next few years, implementation of Phase III will provide the ability to more accurately evaluate the effectiveness of the program. Our feeling, gained from personal experi-

ences and anecdotal data, is that the SOS program can help make a change in some of the participants.

NO TREATMENT PROGRAM

will provide significant short-term success. We have to be ready to invest in the long term if we are to change our community. Community Oriented Policing law enforcement strategies in Santa Ana have resulted in an unprecedented 46 percent reduction in crime and a community in which parents and the police are taking the neighborhoods back from the gangs. We believe that a comprehensive approach to law enforcement that involves police, jails, and the community is the new paradigm for Community Oriented Policing.

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